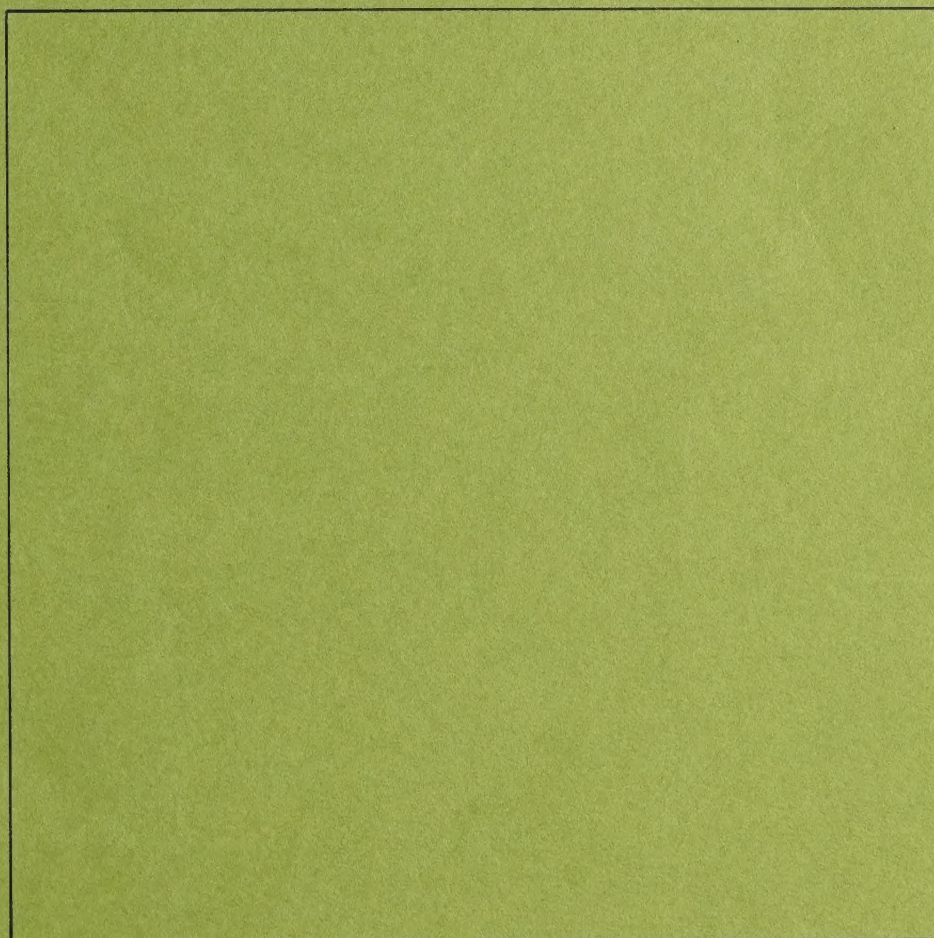


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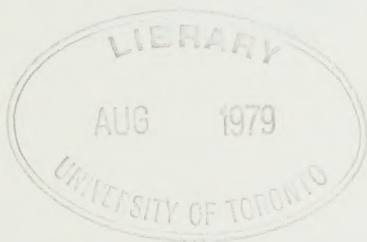
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Local Government Reform Proposals



Ontario Department of Municipal Affairs

Hon. Dalton Bales, Q.C. W. H. Palmer

Minister

Deputy Minister

March 16, 1971



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SUMMARY*

WATERLOO AREA LOCAL GOVERNMENT REVIEW

COMMISSIONER

STEWART FYFE

*Prepared by The Municipal Research Branch,
Department of Municipal Affairs. The
Report is an expression of opinion by the
Special Commissioner and is not a
Government policy statement.

Copies of the Report are available in each of
the Public Libraries in the Waterloo Area, or
may be obtained, for a charge of two dollars,
from the Department of Municipal Affairs, 801
Bay St, Toronto 5, Ontario. Copies of this
Summary may be obtained, free of charge, from
the Department of Municipal Affairs.

The Waterloo Area Local Government Review Report

examined in depth the effectiveness of the existing local government arrangements in the Waterloo Area, (the cities of Galt, Kitchener, Waterloo and member municipalities in the county of Waterloo). It concluded that changes are needed if the area is to cope adequately with future development.

The Report underlines the importance of responsibility and responsiveness in government. Its major concern is with sharpening and simplifying this responsibility while at the same time encouraging the recognition that effective government can result only if both provincial and local government in Ontario are strong and responsive. The recommendations are directed to improving 1) the decision making authority of local councils, 2) the recognition of community of interest, 3) the economic base and 4) the present relationship between the province and the municipalities. These concerns are reflected in recommendations which may be grouped into three inter-related categories:

1. Internal political and administrative organization;
2. Local-Provincial relationships;
3. Local territorial jurisdiction.

INTERNAL POLITICAL AND ADMINISTRATIVE ORGANIZATION

The Report pays particular attention to the existence of many special purpose boards and commissions in the area. It points out that many local policies are made by bodies substantially removed from the control of municipal councils. The numerous special purpose boards and commissions complicate representation and accountability, and cannot be held to be as responsive to, or as representative of, the public as the municipal council. Because of the proliferation of bodies, there is no one body in any of the existing municipalities that can determine priorities for all local services or co-ordinate these policies and services. This arrangement is also confusing to the public; it is also expensive in terms of uncoordinated policies, staff and equipment.

Accordingly, the Commission recommended in general that: There be a drastic reduction in the number of boards and commissions. Where their abolition is not possible, they should be brought into a more direct relationship with the municipality and standard procedures for appointment, terms of office and accountability and finance should be established. The sharing of facilities and administrative and other specialized staff and equipment, the establishment of uniform personnel, accounting and purchasing practices, and greater control over their budgeting, is desirable. (p. 163)¹

¹ Throughout the summary relevant page references within the Report will be indicated.

In particular the commission recommended that:

1. Water-supply be the responsibility of the municipal council; (p.50)
2. A change in the composition of Conservation Authorities be made to make them more representative by population and financial contribution. Re-allocation of their functions and examination of Provincial grants are also recommended; (p. 54)
3. Police Commissions be enlarged to include at least one more municipal councillor, and responsibility for licensing should be the responsibility of the municipal council; (p. 62)
4. Suburban Roads Commissions be abolished and their functions assumed by the County Roads department. Possibly road grants should be adjusted; (p. 72)
5. The responsibility for Public Utilities Commissions be turned over to municipal councils. If this is not acceptable Public Utilities Commissions should be appointed rather than elected; (p. 77)
6. Social services be integrated into general welfare units; (p. 92)
7. Education be a function of Council, failing this the Separate School Board's jurisdiction be made the same as that of the County Board of Education; (pp. 181 and 100)

8. Severances be the responsibility of the planning authority and planning should be the responsibility of council. (p.154)

The Commission has also made recommendations relating to the more general aspects of municipal organization:

1. Limitations on the size of township councils should be removed so that a council can enlarge itself to permit more diverse representation. (p. 160).
2. Ward boundaries should be reviewed at least once every ten years. Representation should be based on the number of residents rather than the number of voters. In establishing ward boundaries communities of interest and approximate equality in representation should be considered. It is suggested that wards should not differ in population more than twenty percent initially. (p. 161).
3. Representation on county councils or on any other proposed upper tier body having major service responsibilities should be by direct representation on a ward basis, the boundaries of which follow those of the constituent municipalities as much as

possible. (p. 162)

4. The office of reeve (and in towns, of deputy-reeve) should no longer be filled by a separate voting procedure. (p. 164)
5. All elections should be for a three year term, with a common election date. School board elections, if continued, should be at the same time and for the same term as for municipal offices. The head of the county or regional council should be chosen by the members of the council from among its own members. (p. 165)
6. There is a need to use committees to a greater degree to broaden representation, to formulate recommendations, and to make decisions on matters of detail. (p. 166)
7. The requirement for a Board of Control should be repealed and councils should be allowed to determine their own committee structure in all respects (p. 164)
8. More emphasis should be given to the role of the senior staff of local governments in management and co-ordination in negotiations with outside bodies. Improving the quality and breadth of outlook of the senior staff of local governments in the area is essential not only to its success of the reforms recommended in this report but also to ensure the continuing vitality of local government. (p. 166)
9. The responsibilities and underlying principles of local

government should be set out as clearly as possible, and municipal law and required financial and accounting practices should be examined with a view to their simplification. (p. 164)

10. Greater attention should be paid to the systematic collection and analysis of information about the Area on a continuing basis. The mandate of the planning departments to work in these areas as part of the municipal administration should be made explicit. (p. 162)
11. Special provision should be made to cover the cost of preparing for reorganization, and to cover some of the costs of bringing services to a common standard such as changing records, purchasing additional equipment, and hiring new staff. These grants should amount to a minimum of \$3.00 per person, \$1.00 of which is to be used for transitional expenses to be paid in the year prior to reorganization taking effect, and the balance to be paid over the succeeding two years. (p. 170)

LOCAL-PROVINCIAL RELATIONS

The Commission is critical of existing local-provincial relations as these apply to grants and to policies. The report states that the multiplicity of grants and the great variation in the nature of the conditions attached to most of them arises at least in part because of the profusion of

provincial or local bodies involved. It is impossible to obtain a clear idea of who is responsible for what, or whether policies are consistent. Many of the grants are so minor that their value is questionable; others are so elaborate that their precise effect is impossible to determine and the volume of administrative and accounting procedures which they generate must be very costly to both local and provincial levels. At the same time questions of perspective are raised as to why grants are made for some activities and not others. The Commission recommends that the Department of Municipal Affairs be made responsible for grants. At the very least it should have increased responsibility for co-ordinating all aspects of grants, including the accounting and the administrative procedures.

(p. 118)

The provincial role must be carefully considered not only in terms of financial support required for local government but also its general attitude towards local government. The Commission endorses the following recommendations of the Select Committee on Municipal Law:

1. That all legislation affecting municipalities be written in as general terms as possible but that restrictions on, or detailed provisions relating to, the use of powers, be only provided when
 - (a) it is essential that there be uniform practice in all municipalities;
 - (b) it is obvious that there will be serious

undesirable results for other municipalities or the province if powers are misused or abused;

- (c) the powers could unjustly affect the rights of individuals if not used properly;
 - (d) there is a danger that the power of the electorate to control the council and officials would otherwise be impeded;
 - (e) the provincial government through a specific grant is paying a major share of the cost of an activity or project.
2. That when approval of a Provincial department or agency is required, the department or agency responsible should clearly state its policies and administrative practices for the information of both the municipalities and the individuals who may be affected and when approval is not given the reasons should be stated.
3. That greater use be made of permissive, rather than mandatory legislation, so that municipalities will have greater freedom to work out procedures and arrangements appropriate to local circumstances. (p. 173)

The Commission believes that the role of the Ontario Municipal Board has become too overbearing. The present lack of legislation to guide the Board in exercising many of its powers is clearly at variance with the principle of ministerial responsibility. In the absence of government policy, the Board has had to establish its own, and while the results are often eminently satisfactory, these are not the sort of responsibilities which should rest with an appointed body - no matter how capable. One result is to erode the government's

capacity to ensure a viable local government structure for the Waterloo Area. (p. 175)

The Commission sees a need for better co-ordination at the provincial level so as to ensure an integration of provincial policies concerning local government. (p.177)

The Commission accordingly recommends:

1. that the preparation and expression of provincial plans on a regional basis be given greater emphasis; (p. 177)
2. that the province develop more explicit and coherent policies on the role of local government as part of the total government structure of the province, and that the role of the Department of Municipal Affairs as the body responsible for the development and implementation of such a policy be strengthened. (p. 177)

LOCAL TERRITORIAL JURISDICTION

The concept of one big city for the area is ruled out. In view of the deficiencies of the smaller municipalities and the issues being raised by urbanization, the Commission also rejects leaving the structure substantially as it exists.
(p. 178)

Two alternative schemes are offered for re-organizing municipal boundaries and re-allocating responsibilities.

Underlying these proposals, it is assumed:

1. that there will be a considerable reduction of the number of boards and commissions, their functions being assumed by the respective municipalities with a consequent improvement in their political, administrative and financial capacity;
2. that modifications will be made in the municipal grant formula so that there will be less incentive for planning by assessment;
3. that municipal boundaries should recognize community interests in common services;
4. that there will be some changes in the way provincial responsibilities are carried out, but that the province will continue to take a strong

interest in matters of major concern, and provide some services of a regional nature;

5. and, finally, that the very small municipalities cannot continue to exist separately.

Scheme A. A reorganized City-County System

Three major municipalities would be established - two cities and a county, the latter having five local municipalities within it.

The Two Cities

The City of Waterloo (or Kitchener-Waterloo) - formed by amalgamating Kitchener, Waterloo, Bridgeport, adjoining parts of Waterloo Township west of the Grand River, and some areas east of the Grand along Highway 8 and adjoining Bridgeport.

Population: approximately 145,000

Council: Minimum of 15 members.

The City of Galt - formed by amalgamating Galt, Preston, Hespeler and immediately adjoining parts of North Dumfries and Waterloo Townships

Population: 60,000

Council: 15 members

Both cities should have sufficient room within these boundaries for development for many years.

The County of Waterloo

The County would be composed of five municipalities, as follows:

1. Township of North Dumfries, Ayr, and part of Beverly Township.
Population: 5,600
Council: Seven members.
2. Township of Wilmot including New Hamburg and the easterly remainder of Waterloo Township.
Population: 10,700
Council: Nine members.
3. Township of Wellesley including the Village of Wellesley.
Population: 6,000
Council: Seven members.
4. Town of Elmira - unchanged, though some modest boundary extensions should be considered.
Population: 4,462
Council: Nine members as at present.
5. Township of Woolwich including the part of Waterloo Township lying east of the Grand River and north of Preston.
Population: 11,000
Council: Nine members.

A ward system is proposed for the two cities and the five municipalities within the County.

The County of Waterloo would have a population of 37,000

with council of 14 members elected directly on a ward basis. The County Council would consist of approximately two representatives from each municipality with four from Wilmot and Woolwich.

The following would be the county responsibilities: planning, major roads, fire, police, library, welfare, public health, the operation of local sewage disposal systems through an expanded county works department, area parks, licensing and inspection, education and (ultimately) assessment. All other functions would remain at the town or township level.

This scheme would reduce the number of municipalities with major responsibilities from 16 to three, which would greatly simplify provincial-municipal relations and increase the possibility of joint action and co-operation at the local level.

The possibility of extending the county boundaries in several directions to give better recognition to the limits of the Waterloo region is also suggested. In addition to that part of Beverly Township already mentioned, the minimum addition suggested involves:

- a) parts of Puslinch, South Dumfries and Blenheim Townships to North Dumfries (Population 2,500)
- b) parts of North and South Easthope Townships to Wilmot Township (Population 1,000)
- c) part of Peel Township to Woolwich Township (Population 1,000)

These additions would bring the county population to approximately 41,500. (p.p. 178-180).

Scheme B: A Regional Government

A regional government would be established, comprising a regional municipality and eight local municipalities. (The printed report states " a regional municipality and seven local municipalities". Please note that this should read eight local municipalities, not seven.)

- a) City of Waterloo - the present municipality with some annexations from Waterloo Township. Population 35,000, approximately.
- b) City of Kitchener including the Village of Bridgeport and parts of Waterloo Township as described in Scheme A. Population 109,000.
- c) City of Galt - as described in Scheme A. Population 60,000.
- d) Township of North Dumfries - as described in Scheme A. Population 5,600 increasing to 7,200 if parts of Blenheim, South Dumfries and Puslinch Township were added.
- e) Township of Wilmot - as described in Scheme A. Population 10,700 increasing to 11,700 if parts of North and South Easthope Townships were added.

- f) Township of Wellesley - as described in Scheme A. Population 5,967.
- g) Town of Elmira. Population 4,462.
- h) Township of Woolwich - as described in Scheme A. Population 10,000 increasing to 10,500 if part of Peel Township was added.

In so far as the regional municipality would be responsible for over-all services, the case for amalgamation of Kitchener and Waterloo at this time is weakened.

If representation² were based on one councillor for each 12,000 urban population and 6,000 rural population the results could be as follows:

Waterloo	3
Kitchener	9
Galt	5
North Dumfries	1
Wilmot	2
Elmira	1
Wellesley	1
Woolwich	<u>2</u>
	24

²Other examples given in the Report, Chapter 23.

The regional municipality would be responsible for assessment, planning (with an obligation to consult the local municipalities on matters of local concern), licensing and inspection, water supply and treatment, sewage treatment plants and trunk mains, major roads, regional parks, education, health and welfare. Representation on the conservation authority and similar area-wide special-purpose bodies would be determined by the regional municipality. For certain services such as licensing and libraries, responsibility might be delegated to the cities, and their share of the regional tax levy reduced.

The Commission feels that in a regional municipality the rural voice would become very weak. The Report further states that the Council would have to be doubled in size, and representation grossly distorted, to allow the inhabitants of the rural areas and small urban centres to have a significant voice. (pp. 180-181).

The Recommended Structure

Of the two schemes proposed, Scheme A, the reorganized city-county system is recommended.

The Commission argues that the interest in common between urban and rural areas and between the two urban complexes does not seem strong enough to warrant one government for the whole area at this time. Whether conditions will have changed sufficiently

in twenty years time to warrant a metropolitan or regional concept, it is impossible to tell. However, changes in the relationship of Guelph and large parts of Wellington County to the Waterloo and Toronto Metropolitan Areas will probably warrant a further review in any case.

The differences between urban and rural are still significant in this area. This is not a metropolitan area faced with major problems of over-spill and weak rural government, as in the other local government reviews. If the city boundaries are extended somewhat, and if the rural municipalities are willing to restrict growth and to provide more urban-type services, then the number of services in which the urban and rural areas will have common interests will be greatly reduced. Some of the remaining problems can be met by co-operative action or by the purchase of specific services such as access to hospitals and health services. Many of the problems of local government in the area cannot be resolved without changes in the pattern of provincial activities and the provincial attitudes to local government.

It is inherent in these reorganizations that the rural municipalities should take a more restrictive view of urban-type development. Otherwise, the problems occasioning this Review will recur in more intractable forms and the urban centres will have to have a stronger voice in what happens in the surrounding rural areas.

Under the reorganized city-county scheme, control is exercised through the Provincial Government. The regional municipality proposal on the other hand, gives the cities a controlling voice in rural development through their voting strength on the regional council.



Legend

- 1 Waterloo (or Kitchener Waterloo)
- 2 Galt
- 3 North Dumfries
- 4 Wilmot
- 5 Wellesley
- 6 Woolwich
- 7 Elmira

Scheme A

RE-ORGANIZED CITY-COUNTY STRUCTURE
(RECOMMENDED REFORM)



Legend

- 1 Kitchener
- 2 Waterloo
- 3 Galt
- 4 North Dumfries
- 5 Wilmot
- 6 Wellesley
- 7 Woolwich
- 8 Elmira

Scheme B - CONVENTIONAL TWO-TIER REGIONAL MUNICIPALITY

SOME RESPONSE BRIEFS IN SUMMARY

County of Waterloo

The County Council rejects Fyfe's Scheme A since they feel that it will do little to end the annexations of their territory by the cities and it does not provide for the overall services for county people on any but the present co-operative basis. They do feel however that some kind of reform is necessary. Their experience has shown that a two-tier structure is workable and so the County recommends an adaptation of Scheme B in their brief.

A regional government should allow for controlled, well-planned growth of the urban centres but not the wholesale conversion of farm acreages to urban use. A regional council should be made up of directly and indirectly elected representatives and that extra weight should be allowed the rural municipalities to ensure them a strong voice. The first and all regional chairmen should be elected by regional council. There should be sufficient consolidations to ensure that most of the area municipalities contain at least 7,000 people.

Planning should be carried out by regional and local councils with only a minimum of supervision by the Province. Most of the separate boards and commissions should be disbanded and their functions turned over to an elected council who is in a better position to co-ordinate and assign priorities to each service. In carrying out these services there should be as little compulsory reference to the Province as is possible.

The allocation of functions between the regional and area council follows quite closely that recommended by the Local Government Review Committee listed elsewhere in this report.

Local Government Review Committee - County, Galt, Kitchener and Waterloo

This ad hoc committee was in agreement that some change in local government was necessary to consolidate and strengthen it, and to resolve such problems as future annexations and the co-ordination of certain services.

They were in agreement that a two-tier regional government should replace the present county - separated city system. They also said that the regional council should be made up of members of local councils with some additional councillors being directly elected. The first regional chairman would be appointed for a limited term and thereafter he would be elected by the regional councillors.

Some minor adjustments in the Waterloo region borders should be made to cover certain areas that can be served better by Waterloo. Any transitional costs to regional government should be borne by the Province.

Major responsibilities should be transferred to regional council. A brief listing follows: Major planning decisions including co-ordination and approvals presently being done by the Province; location and operation of garbage and waste disposal sites; procurement, storage and supply of water to local municipalities;

utilities other than water, but including mass transit; major roads and bridges; co-ordination and capital financing of public health services; welfare unless the Province takes it over completely; financing of local share of costs and board appointments of both Children's Aid Society and Homes for the Aged; police and fire services with costs distributed on the basis of services rendered; all long-term capital financing required by the individual municipalities and the Board of Education; licencing of all services and trades which by their nature extend beyond local boundaries, parks and recreation; and finally, industrial development and promotion.

The following is a partial list of Boards and Commissions which should continue for the present, but which should report to regional council with this council making the appointments: Sunnyside Home, Public Hospital Commissions, Waterloo-Wellington Airport Commission, Emergency Measures Organization, Children's Aid Society, Grand River Conservation Authority, Humane Societies, and Ontario Pioneer Community Foundation.

The local government functions are listed as follows: local planning decisions; garbage and waste collection; sewage collection; retailing of water to consumer; local roads, streets and sidewalks; some licencing and inspection; local parks and recreational facilities.

City of Galt

In their brief, Galt reiterated their support for a two-tiered regional government and for the amalgamation of Galt-Preston and Hespeler. At the upper tier they suggest that an urban regional councillor should represent twice as many people as each rural one does.

They also suggest that many of the separate boards and commissions should be continued but with increased control of them by council. Some of the examples they give follow: The Police Commission should have two members from council, two appointed by the Attorney-General and possibly some representation from the public at large. The Public Utilities Commission should continue but be controlled by council and accountable to council. The Board of Health should have all its members appointed by council in order to reduce its present isolation from other local government bodies in the community. The scope of welfare should be broadened and the Children's Aid Society become a public body. At least two Library Board members should be councillors in order to encourage close liaison between these two bodies.

In addition, Galt agrees with Fyfe that the Suburban Roads Commission should be disbanded. To further prevent overlapping, the D.H.O.'s branch jurisdictions should have clearly defined boundaries. They feel that urban municipalities should receive Provincial grants for the acquisition of park land and that all present grants for park and recreation purposes should be handled by one Department. Galt expresses alarm at the rising

education costs and agrees with the idea of the Provincial and Federal government paying 80% of these costs. Galt agreed with Fyfe's recommendation regarding planning.

Galt was one of the municipalities who suggested that Guelph should be included in the Waterloo Area but realized that such a proposal may not be possible at this time.

In their brief, Galt produced an engineering report on the implications of an amalgamation of Galt, Preston and Hespeler. They dealt specifically with roads, sanitary sewers and storm sewers. They stated that "on the general level of services in an amalgamated community the level of service would be very low in Hespeler as compared to the other communities and somewhat lower in Preston than Galt."

In concluding, Galt made very specific recommendations regarding boundaries of the proposed Galt, Hespeler, Preston municipalities. The recommendations are too extensive and detailed to be catalogued in this summary.

Town of Hespeler

Hespeler does not support Fyfe's Scheme A feeling that it does not meet the needs of Waterloo County. Rather they suggest a two-tier regional government in which there is a separate Borough of Hespeler. This, they say, should be made up of the present town plus the O.H.C. land to their west. On this idea they point to support from several other municipalities.

In their brief Hespeler includes a financial analysis of the present conditions in each of Galt, Preston and Hespeler. They feel that they have nothing to gain from amalgamating with Galt which has a high level of debt and has not yet felt the effects of market value reassessment. Hespeler's amalgamation with Preston "a town also with a high level of debt, questionable development programmes, major law suits and limited reserves is met with our justifiable apprehension." In an amalgamation of the three, even "an area rate, to compensate for our favourable position, could we feel only result in our stagnation. This is not acceptable."

The O.H.C. land is Hespeler oriented in their opinion. Their reading of the Canadian Systems/T.R.W. plan promotes the thought that administration and government of this area should be located north of Hwy 401 and east of the Grand River. Hespeler also feels that the recommended linear plan of the Waterloo-South Wellington Area Study clearly implies and recommends the continuation of Hespeler as a separate municipality.

Town of Preston

The Council of Preston feels that Scheme A is the most desirable alternative on the condition that there is an amalgamation of Galt, Preston and Hespeler without exception. They suggest that Fyfe's boundaries should be expanded to about the south limit of the Kitchener airfield. They feel that Scheme A provides a system of direct responsibility to the taxpayer which is further

removed when a two-tier system is in effect. A two-tiered system with some amalgamations would engage heavy costs for the equalization of services within the amalgamated municipalities, on top of the regional expenditures. They would only consider Scheme B if Preston were to remain independent and had its boundaries expanded northwards to include the O.H.C. land in Waterloo Twp.

The Planning Board in their comments felt that Scheme A was the only workable alternative. A planning board should be set up for the new city with the following representation: Galt - 4, Preston - 3, Hespeler - 2, N. Dumfries - 1. Planning board appointees should receive no payment.

The Preston Board of Park Management said that with or without amalgamation, closer liaison in the parks and recreation field should be encouraged within the three municipalities.

The Preston Fire Chief felt that fire protection should be provided on a zone basis rather than municipal boundaries with the nearest station answering any alarm. There should be a centralization of communications facilities, dispatch facilities and training facilities. For the whole County, he also recommends a fire prevention by-law be passed and a staff for a county fire protection bureau hired. The costs of all of these would be apportioned among the individual municipalities.

North Dumfries Township and Village of Wellesley

These councils in their briefs supported Fyfe's Scheme A with certain modifications. They felt that with a proper re-organization of functional responsibilities, no amalgamations of municipalities would be necessary.

In addition, the following changes were suggested in Fyfe's Scheme A.

Planning - Local and County Planning Boards should be continued with their primary responsibility to be the maintaining of the rural nature of the County.

Roads - If the cities are not going to contribute to the County roads system, then the Provincial grant for this purpose should be increased to 75%, with the grant for local roads remaining at 50%.

Fire Protection - This should be a County facility.

Library - This ought to be a County responsibility.

Welfare - Should be supervised and co-ordinated by a County official but local officials should investigate claims.

Public Health - Should be administered by a Board representing all municipalities in County area.

Area Parks - This should not be a County responsibility but rather one of the Conservation Authority.

Licencing and Inspection - Issuing of most kinds of licences to be responsibility of local municipal offices, inspection where necessary to be done by qualified staff employed by the County.

Township of Woolwich

Woolwich supports Fyfe's Scheme A because it allows rural municipalities: to retain their present identity, pursue the interests of their communities outside the influence of the cities, permits economy of operation at a local level, and gives their people closer contact and more adequate representation on an elected council. Woolwich also states that they would accept some expansion of the County boundaries if a community of interest could be proved but feels that within Waterloo no amalgamations are necessary. With the proper reorganization of the County responsibilities the individual municipalities could continue for some time into the future. The two metro areas would remain separated from the County and joint services could be purchased by the County on much the same type of arrangement as exists today with the cities and the county.

Woolwich has also suggested that there should be a separate Board of Education for the new but smaller county. In recommendations regarding services this brief was identical to that produced by North Dumfries Twp. and Village of Wellesley catalogued elsewhere in this summary.

Township of Wilmot

Council was quite firm in their idea that no reform should be undertaken until the Province can inform them of the proposal to revise the present grant structure and assessment sharing scheme for municipalities under a regional government.

If however a two-tier form of regional government is set up, then all regional councillors should be members of local councils as well.

The present County Board of Education should be continued. They suggest two methods of changing the sharing of education taxes. One plan would be to exempt any land (not buildings) being used for agricultural purposes from education taxes. The second would be to establish the average residential and farm assessment in each municipality as the minimum assessment for calculating the education tax rate. This they feel would lower the mill rate and make those with a lower assessment pay a more equitable share of the cost of education.

The Minister should require the cities to seek a permanent supply of water. They suggest that the present use of ground water supplies by some municipalities is causing many problems with a low water table. As well, if Fyfe's scheme A is implemented as Wilmot recommends, then the cities should continue to pay a roads grant to the County in lieu of their contributions to the Suburban Roads Commission.

The O.P.P. should continue policing rural areas but should begin to co-operate with rural municipalities by enforcing local by-laws. All local special purpose boards and commissions should have at least 25% of its representation who are elected members of council.

In the areas of planning, libraries, parks, fire protection, licencing and inspection, public health and welfare, Wilmot council's brief was in agreement with those of North Dumfries and Wellesley.

Township of Waterloo

The Township Council restricted their brief to a discussion of Fyfe's Schemes A and B. They point out that Scheme A is predicated upon the assumption that broad and far-reaching changes in the whole formula of grants and subsidies from the Province will be forthcoming. They cannot accept that this change would come in time to make Scheme A a viable alternative. In the interim, the new County would have greatly increased functional responsibilities but with a much smaller financial base to pay for them. The Township does not support Scheme A for this reason.

A two-tiered region like Scheme B does have their support. However, the scheme as presented would have to be amended. Waterloo Twp. recommends a separate Borough of Hespeler which would have responsibility over the land in the township, east of the Grand River which is facing severe development pressure. The actual development decisions for this and all other areas would be the responsibility of regional council. Waterloo Twp. feels that neither of Fyfe's Scheme A or B takes proper account of the development pressure which this area is under and since development is inevitable a separate Borough would be the only answer.

In terms of representation, Waterloo Twp. council has some very strong opinions. In their opinion, there must be adequate representation on regional council from the rural areas to make their voice heard. True representation by population would not provide this and must not be considered as a possibility. Rather they suggest, each regional councillor should represent one half of the number of people that an urban councillor does. They also suggest that it would be appropriate to have a mixture of direct and indirectly elected councillors on regional council. Most would be directly elected on a ward basis to regional council but in addition each area head of council would sit as an exofficio member of regional council.

Village of Bridgeport

Bridgeport rejects Fyfe's Scheme A in favour of a form of Scheme B. In their opinion, amalgamation with Kitchener would in reality be an annexation by a larger municipality; one in which citizens would have no opportunity to practice "participatory democracy" and one in which taxes would be higher for the same level of services.

Bridgeport's suggestion is to implement a two-tier regional government with the eight municipalities as suggested by Fyfe and two additional. These two would be created by amalgamating New Hamburg with Baden and Bridgeport with some of the Township of Waterloo.

Each area municipality would be responsible for its own policing (augmented when necessary by the O.P.P.), fire, hydro-electric systems, garbage collection, local planning, cemeteries, retailing of water, sewers, parks, recreation, street lights and sidewalks. The regional service would include wholesaling of water and main trunk sewers, major planning decisions, public transportation, garbage disposal, health services, welfare service, weed control, main traffic arteries and traffic lights.

Council feels that planning boards should be retained at both the area level and the regional level. They make no recommendation about the operation of hydro-electric systems although they make the observation that councils do have the administrative skills to operate them effectively.

Village of Ayr

The Council was quite firm in their rejection of Fyfe's proposals. Rather they support the idea of a two-tier regional government to cover the whole County, including the Cities of Kitchener, Waterloo and Galt with Ayr remaining a separate municipality with representation on the upper-tier of government as exists in the present County system. The Province in any negotiations would deal exclusively with the regional council. They cannot accept amalgamation with North Dumfries because it would mean a financial loss to the Village.

They feel that they are presently able to provide all of the services that their residents desire and are willing to pay for.

Town of New Hamburg

New Hamburg council reports that they held meetings with both the Police Village of Baden and the Township of Wilmot. There was general agreement that there should be an amalgamation of the village and the town, conditional upon a cost study proving its feasibility. There was not such agreement however between the town and the township. The township was rural and wished to remain so and did not want to share in the costs of the urban services required by New Hamburg. The town on the other hand expressed fears that they would lose their identity and self determination on a rural dominated council. They also took exception to Dr. Fyfe's statement that "their capacity to provide services in the terms conceived as desirable in the Review is too limited in the present circumstances." They listed the services which they have bought and paid for since 1951 which they feel disproves this statement.

On the basis of this, New Hamburg states that they support a two-tier regional government system with New Hamburg remaining a separate municipality.

The Planning Board of New Hamburg also submitted a brief and reached substantially the same conclusions. They propose that regional council members be directly elected for a

three year term with each municipality having at least one regional councillor. The chairman would be elected by and from regional council. The upper tier would be responsible for regional public works, fire and police services, arterial roads and bridges, regional planning, health and welfare services, regional parks and conservation, and the co-ordination of inter-municipal policies.

The Planning Board does not support Dr. Fyfe in his proposal to abolish most appointed bodies although in a few cases this could be beneficial. Community planning and recreation committees of council should have their members augmented by the appointment of interested citizens.

They also requested that an agency similar to the Waterloo County Area Planning Board continue in existence and that all lower tier municipalities be encouraged to use its Advisory Services instead of independent consultants.

Town of Elmira

Town council did not make a new submission since the Fyfe Report did not affect or propose much change to Elmira, in their opinion. Instead they sent a copy of their original submission to Dr. Fyfe.

In the letter of transmittal, it was stated that the greatest problem was one of representation. There is much need for improvement particularly to attract capable persons to stand for office, so that we do have elected representation and

not government by acclamation. In summing up, they said that whatever form of government is proposed by the Province, it can only be as good as those who serve on it.

City of Waterloo

City council in their brief totally rejects Fyfe's Scheme A for the following reasons:

- (a) It ignores the real reason for the study, except for a reduction in the number of municipalities.
- (b) It fragments the County into three units where co-operation, co-ordination and continuity of the most important services will remain on a purely voluntary basis.
- (c) It provides for a rural county unit which has insufficient concentration of population and assessment to attract and afford a professional administration.
- (d) It ignores the necessity of having tableland industrial sites available to the north of the City of Waterloo, which can be economically served by the Expressway, Railways and City services.
- (e) Its possible success is reliant on greatly increased provincial grants. If such were forthcoming, it would likely result in a substantial loss of local autonomy.

Waterloo generally accepts Fyfe's Scheme B for the following reasons:

- (a) It accepts the principle of a Regional Government for and replacing the County of Waterloo.

- (b) It supports the continuance of the City of Waterloo as a separate entity.
- (c) It would provide the Waterloo Area with one strong united voice in dealing with the Province or the Federal Government on matters of regional or area concern.
- (d) It would give the Waterloo Area financial strength and flexibility for the raising of funds for capital purposes.
- (e) It would allow the Waterloo Area to participate in co-operative schemes such as the distribution of water, sewage facilities, landfill sites, major roads, pollution control, welfare and health services, policing, fire protection, licensing and planning.
- (f) It would allow the Waterloo Area to participate in Provincial incentive grants which are now being made available to Regional Governments.
- (g) It would recognize the impact on the entire area of industrial and university developments by sharing the resultant taxes on area service costs.
- (h) It would allow the Waterloo Area to assimilate Regional Government, together with the changes in education and assessment, without having to cope with other major legislative amendments.

In a separate section, Waterloo catalogues their reasons for opposing any suggestion which would amalgamate Kitchener and Waterloo. Waterloo is of a sufficient size to

operate on their own and have already done so efficiently for a number of years they say. It would not be in the best interests of the whole region to eliminate such a unit while continuing or creating others with lesser experience and resources, they say.

Waterloo relates the results of a survey taken of people whose names appear on the voter's lists. These people were polled regarding their attitude towards amalgamation with Kitchener. Of the ballots sent out 67.8% were completed and returned. Of this number 84% indicated that they did not favour amalgamation with Kitchener.

The City of Waterloo Planning Board sent in an extensive brief which catalogued the accomplishments of the municipality. They too reached the conclusion that Waterloo should remain a separate municipality in a two-tier regional government. They also recommended that Waterloo should be expanded eastward to the Grand River and northward into Woolwich Twp for about 1½ miles. This would be the political area but it is not their intention that this area be totally urbanized. Rather it would give them an element of developmental control on their borders.

City of Kitchener

The Kitchener Planning Board sent in a very extensive brief in which they recommended that neither of Fyfe's Scheme A or B should be implemented. Instead they advised that all of the municipalities in the County as well as the separated cities should be amalgamated into one large city.

They agree with a number of Fyfe's general observations particularly that there is a need for: more responsibility to municipal councils; an elimination of many small municipalities; an elimination of many ad hoc boards and commissions so that responsibility can come back to Council; and a reorganization of the relationship between the Province and its municipalities.

They feel that the presence of a lightly populated rural area makes a two-tier regional system unworkable. The rural municipalities would not have the necessary resources to either pay for broadly experienced administrative, engineering and planning staff nor would there be sufficient work to attract really competent staff. This they feel is a valid criticism of both Schemes A and B.

If Scheme A were to be implemented, the Planning Board feels that a Co-ordinating Committee representing the three major municipalities would be needed to make the necessary overall planning and development decisions. This committee would have equal representation from each municipality and would be composed of representatives from both elected and staff officials. This system would work but the brief suggests it is not the ideal solution.

A two-tiered regional government has a number of drawbacks, some of them mentioned earlier. In general they say there will be problems of duplication of staff and services and

resultant difficulties in co-ordinating the two levels towards one goal. If the top level looks after all of the major functions, little will be left with the lower level. "Frustration of caretaker duties will not attract good local politicians and staff and regional staff will find they must slowly take over more and more duties." This is the essence of the Planning Board's arguments against a two-tier regional government.

With this background, their brief recommends a one-tier municipality with a staff and a ward system. They say that this will allow: better representation for the rural areas, a chance to set the necessary priorities for the development of the whole region with the resources to carry them through; the automatic disappearance of intercouncil jealousies; and the chance to make a fresh start on tackling the present deficiencies in the region. By definition there could not be any problems or co-ordination. Better administrative techniques such as the use of specialized staff and equipment could be employed.

This brief recognizes that the move to one municipality instead of several would meet with great resistance at this time. Therefore they suggest but do not recommend that an interim step is possible. This would entail the combination of a two-tier political structure with a one-tier staff system for major services. These major services would include: planning and development, public works and financing. Each lower tier municipality would employ mainly clerical staff and technicians rather than professionals. The political division would have three large communities

similar to Fyfe's Scheme A. Such a system could only be proposed however as an interim step to a one-tier unit and not the end result in itself.

Kitchener City Council adopted the Planning Board brief as their own but with several amendments. The significant change is that Council feels that consideration should be given to bringing Guelph into the Waterloo region.

Oxford County

Oxford County Council, in their brief suggested that Dr. Fyfe was mistaken in his tentative recommendation to place the north-east quadrant of Blenheim Twp with the Waterloo area. While this Township receives some high school services in Waterloo County, this is not the direction of its prime community of interest. Most of the residents work or shop in Woodstock and read a wide variety of newspapers. No one newspaper hold a majority among the newspaper readers of the township.

They also pointed out that Oxford County and the Township had already undertaken the responsibility of planning for the area and should be allowed to continue. Any action to implement the Fyfe proposals in this area would be likely to jeopardize local government reform discussions, presently being carried on by the County Council.

Wellington County

The County in their brief agrees with Dr. Fyfe that Guelph does not have strong enough tie with the Waterloo area to justify its inclusion at this time. They cannot agree however that the portions of Peel and Puslinch Twp. mentioned by Fyfe should be included in the Waterloo area. They point out that of the 485 employees who are residents in the two areas mentioned, 70% of them work in municipalities within Wellington County and 25% work within Waterloo County. This does not suggest a very strong tie with Waterloo and so Wellington cannot accept the recommendation of Fyfe on this matter. In the case of Puslinch Twp, the implementation of Fyfe's recommendation would remove 8,000 acres of land, 550 from a total population of 3,400, and \$708,000 of assessment. In Peel Twp, the relevant figures are even more drastic. The suggested alteration would remove 24,000 acres of land from a total of 74,000 acres, 1,300 people from a total population of 3,300, and over 1.6 million dollars worth of assessment. The remainder of Peel would not be a viable unit if they were to lose this amount of territory. Considering these statistics, the brief states; "The County of Wellington submits that to implement the suggestion that part of Puslinch Twp and part of Peel Twp be included in the Waterloo Area would in no way improve the Waterloo Area; would create undue and unnecessary hardships for the citizens in the remaining townships, and would provide no additional benefits to those persons annexed.

City of Guelph

Mayor Norman W. Jary wrote to point out that a Fyfe Study and the Waterloo-South Wellington Study have shown that Guelph and the municipalities of the Kitchener-Waterloo-Preston-Galt corridor do not have similar problems nor a community of interest. Guelph is also completely opposed to urban development, associated with Kitchener, crossing the Grand River because this would lead to urbanization of the area between Kitchener and Guelph and would probably necessitate the relocation of the Waterloo-Wellington airport. He also pointed out that any change in the Guelph-Wellington relationship at this time would prejudice their Local Government Review which was being paid for entirely with local money.

Township of North and South Easthope and Perth County

These Councils are in agreement with each other regarding Fyfe's proposals. They feel that the facts are not in evidence to show their community of interest with Waterloo County. If anything, part of Wilmot should be annexed to Perth County. The loss of population and assessment that Perth would suffer through Fyfe's proposals would make it very difficult for them to continue to provide services in their remaining area. Perth County is presently holding discussions concerning some internal amalgamations and feels that Fyfe's proposals would jeopardize the overall viability of this plan.

Waterloo County Area Planning Board

The W.C.A.P.B. felt that Scheme A was unacceptable because:

- (a) it does not provide an adequate framework for the future development of the region as envisaged in the recommended basic plan,
- (b) it implies Provincial involvement (i.e. O.H.C. area) in the development process at a level which is normally the responsibility of local government,
- (c) it would appear to emphasize and possibly perpetuate the urban-rural divisions in the overall regional environment, and,
- (d) it does not provide a satisfactory basis for co-ordinated local government action.

The W.C.A.P.B. does recommend however a two-tier regional government having 3 area municipalities modeled on Fyfe's Scheme A. Each municipality would have equal representation on regional council, the method of election being a combination of direct and indirect. The mayor and 4 members of his area council would be appointed as regional councillors with an additional 4 people being directly elected from each municipality.

The area bounded by the Speed River, Grand River, Airport Road and Beaverdale Road should be designated as a "Special Development Area" under regional council. If the decision is made to utilize this land for urban development then it should

be taken over by one of the two cities. If it is to remain in non-urban use, then it should be taken over by the County municipality. It is also suggested that Guelph-South Wellington should not be merged with the Waterloo regional municipality. Adequate provisions should be made at the outset for continuing co-ordinated land use controls by these two municipalities over areas of mutual interest, particularly that area lying east of the Grand River to the City of Guelph.

The regional municipality would be responsible for: regional planning, industrial growth and development, regional public works (major watermains, trunk sewers, etc.) garbage disposal, transportation, health and welfare and regional parks. Regional parks would include development and maintenance of parks on lands owned by the region and lands owned by the Grand River Conservation Authority in co-operation with that Authority. Regional planning would be supervised by a committee of regional council composed of a majority of council members but they could appoint in addition, a minority of lay members.

The Minister of Municipal Affairs was requested to issue a statement before a regional municipality is established stating the limits of provincial jurisdiction which they will continue to exercise over such regional matters as planning, sewerage and transportation. The brief also asked for a clear statement from the Province describing its intentions regarding methods to be employed in financing those functions which may fall within the jurisdiction of a regional government.

Township of South Dumfries

The township council said in their brief that they were completely opposed to any partition of the present municipality. They pointed out that no evidence in the way of studies of communities of interest was presented by Fyfe to prove that part of South Dumfries was more closely connected to Galt and N. Dumfries than it was to Brantford. Their knowledge of the area in question and interviews with citizens of the subject area have convinced council that the implementation of this particular recommendation would be a great mistake, since it would remove an integral part of Brant County and perhaps make it a no longer viable county municipality.

These remarks were endorsed and supported by Brant County, Town of Paris, Brant Joint Study Committee, the Township of Oakland, and the City of Brantford.

Kitchener Parks and Recreation Department

Mr. T.S. Graham in his brief pointed out that there is a great demand for parks and recreation services. He suggested that as long as rates are kept reasonably competitive, demand far exceeds the supply for these services.

He suggests that there is presently very little inter-municipal co-ordination in parks and recreation services and that the minimum of duplication presently existing is a function of two things:

- (1) the great need for any and all services of this type and,
- (2) informal efforts by staff to keep aware of programmes of their neighbouring municipalities.

He does suggest that while there is presently not too much unnecessary duplication of programmes, there is a very great duplication of purpose and goals by the various agencies; and in the final analysis, they are all programming for the same clientele.

Mr. Graham also feels that Parks and Recreation should be a Department under Council rather than reporting through a separately appointed Board. The separate Board system is highly successful in its efforts to attract highly competent advisors to professional staff. It does cause many delays however since the Board only meets once a month and must then have some of its decisions ratified by the Council. At budget time, Mr. Graham feels Parks and Recreation are often treated as second class citizens. He feels this could be rectified by having a Parks and Recreation Department similar to Works and others, so that the

budget would be more likely based on actual costs and priorities rather than the present system of a straight percentage increase per year.

Urban Development Institute - Kitchener-Waterloo Chapter

Their members were unanimous in their support of Scheme B as proposed by Dr. Fyfe. They suggest that adoption of any scheme whereby more than one voice speaks for this closely knit region will only fragment efforts for co-ordinated development and growth.

They also felt that a large industrial park and perhaps 10,000 acres should be established in the area of the Kitchener airport to finance regional activities for many years to come. The acquisition costs should be shared by all municipalities in the region with a heavy subsidy by the Province. The Provincial help in the early years and the future income of this development would minimize property tax disparities among the area municipalities, in their opinion.

While continuing to support the idea of larger units of education, the Institute feels that political control of education should be placed with the regional council.

Grand River Conservation Authority

Their brief pointed out that their basic purpose is to manage and utilize the natural resources of the Grand River watershed in such a manner as to produce the greatest good for all people concerned.

The Authority recommends that the watershed be continued as the basis of their jurisdiction and that they continue with their present responsibilities. As well they ask that the representation on the Authority continue to reflect both geography and population. They also say that they should retain their responsibility for the parks and recreation facilities which they have under their jurisdiction.

Wentworth County Board of Education

In their brief, the Board suggests that the citizen's survey concerning Beverly Twp was put together in haste and its accuracy was not checked by Dr. Fyfe. The Board suggests that in fact the survey does contain enough inaccuracies to negate its overall worth.

The Board also points out that the intention of the survey was not accurately reflected in the Fyfe Report since it seems to show that this area has a connection with Galt while Dr. Fyfe places it in North Dumfries Twp in his recommendations.

The citizens survey does not reflect the true opinions of the citizens in the area, according to the Board. They report that these people thought that their high school students were not going to be allowed to complete their education at the Galt Secondary Schools but rather would have to transfer to Dundas schools. These people, as a result believed, that the survey was to be interpreted as an indication of their desire to complete their secondary school education in Galt.

If Fyfe's recommendations were implemented, the Township of Beverly would have to buy education for the students who lived in that part of Beverly remaining in Wentworth. From the remaining financial base, this expense would cause undue hardship, according to the brief. It would also disturb the "family of schools" concept of the Wentworth Board.

For all of these reasons, the Board recommends in their brief, that no more than the 2.7 sq. miles within the Galt drainage area should be removed from Beverly Township.

Waterloo County Board of Education

The Board of Education did not agree with Dr. Fyfe's observations that the Board and the municipalities were having trouble co-ordinating their activities. They said that he had misunderstood the situation, because in fact Waterloo had enjoyed very good relations in this regard when compared to other areas of Ontario.

Since the Board was quite sure that they would be continuing as a separate unit covering the whole of the County even after the implementation of local government reform, they did not make any recommendations as to what reforms should take place. They did make the observation that they might find some administrative benefits from having fewer municipalities to deal with.

They could not accept the idea of having a regional council either approve their budget or undertake their capital borrowing, feeling that it was unnecessary. The Ontario Municipal Board already does this now. They also felt that Dr. Fyfe's suggestion to have education be a responsibility of council showed that he was not cognizant of the facts. It is the law of Ontario that there shall be two school systems, one public and one separate. Rate payers must designate which they are supporting since an individual Board of Education operates for each. If council were to handle education, the councillors would have to also be elected by public and separate school supporters in proper proportion. Politically this not practical, the Board feels. They also point out that education is a very large operation of itself and councillors would not have the time to be responsible for both education and municipal services.

Waterloo Public Utilities Commission

This P.U.C. operates both hydro-electric systems and waterworks. For each service they recommended that a regional commission be set up with a lower tier commission for each municipality. The upper tier commission in both cases would serve the purpose of standarization and co-ordination. In the case of both water and hydro, the regional commission would be made up of representatives of the lower tier elected commissions.

In regard to water, the P.U.C. recommends that the role of the Ontario Water Resources Commission should be expanded so that it compares more fully with Ontario Hydro. The O.W.R.C. would eventually develop a grid system of water pipelines in the same way that Ontario Hydro has electrical trunk lines. The O.W.R.C. would then be able to establish an overall water policy for Ontario.

The Waterloo P.U.C. endorses the position of the O.M.E.A. as regards a separately elected commission. They also express their support for a two-tier regional government such as Fyfe's Scheme B.

Preston Public Utilities Commission

The Commission feels that because they are a revenue producing organization they are inherently different from those which provide a service from tax receipts. They are a business as much as a service organization according to their brief.

Electrical energy faces stiff competition from the natural gas and oil companies and close control must be kept to maintain the overall market position of electrical energy.

The Commission feels that the best combination of good business practices and control by the ratepayer can be obtained by continuing to have the Public Utilities Commission separately elected. They suggest that making this a responsibility of council is unsuitable because of the many demands that there would be upon a councillor's time. No one would be able to devote the time required to keep the service viable. It is also pointed out that with a change in council makeup being likely after each election, the necessary continuity of experience might be lost. They agree that a separate appointed commission might work but feel that a separately elected commission is best.

Many of the same arguments may be applied to water service which also are the responsibility of this P.U.C. While water service does not face any competition, service and quality are most important. The P.U.C. points out that service in this field would likely suffer and be of a lesser quality if it must compete for Council's time and money along with all other services.

The Commission does say that they agree that some amalgamations would be very beneficial to overall service. Preston, Hespeler and Galt have been discussing it for two years. It should take effect on a phased basis so as to minimize any disruptions and in the end, remain in the hands of a separately elected Commission

Galt Public Utilities Commission

The point of view put forward in their brief was quite similar to that of the Preston P.U.C. summarized elsewhere.

Hespeler Hydro Electric Commission

The Commission endorsed fully the position of the Ontario Municipal Electrical Association which said that this service should be left entirely in the hands of a separately elected body.

Hespeler Commission also said that they should not be amalgamated with any other municipality. Over the years, the electrical consumers had built up an equity in Ontario Hydro of close to a million dollars and they should not have to share this equity which allows them a credit towards the cost of power purchased.

Kitchener Chamber of Commerce

In their submission, the Chamber felt that there had not been adequate provisions made to supply Kitchener with easily serviced, readily accessible, economically viable land in the Fyfe Report. The city is a rapidly growing community and and if the development is going to proceed in an orderly manner, Kitchener must have access to this type of land. The logical spot is in the area adjacent to the 3,000 acre land bank owned by O.H.C., the submission states.

Their organization is willing to support any recommendation for local government reform which receives a mandate from the majority of people concerned. However, they say that developments around Douglas Point and Nanticoke will spur the growth of Waterloo County and a better system of local government than now exists will be necessary.

Galt Chamber of Commerce

In their brief, the Chamber pointed out that there were a great many studies and recent developments which greatly affect any decision regarding local government in the Waterloo. All of them have pointed out the importance of proper land use but there is little evidence to substantiate major changes in local government.

They have also pointed out that to a large extent the Fyfe proposals are conditional upon the Ontario Government making a number of changes in the municipal grant formula and in the way provincial responsibilities are carried out. Therefore the Chamber suggests that no further local government reforms be carried out until the Province has made some changes in these matters and there has been time to analyze the results from already operating regional governments.

Waterloo Chamber of Commerce

The Chamber said in their brief that they disagreed with Fyfe's Scheme A. They said that it "provides nothing in the way of improvement in what we now have, and we emphasize that his proposals provide no mechanism or plan for communication and interchange in the many over-lapping aspects of the urban and rural problems."

Rather, the Chamber approves the principle of a two-tier regional government for the Waterloo area. In addition, they oppose the amalgamation of Kitchener and Waterloo feeling that it would be unnecessary, undesirable, and detrimental to Waterloo and its citizens.

Kitchener Public Utilities Commission

This group felt that the form of regional government did not make any difference to their operation. If their rural service area is substantially enlarged, the necessary upgrading of equipment should be staged over a number of years. This Commission agreed in essence with the position of the Ontario Municipal Electrical Association who favour the retention of a separately elected board for the administration of this service. They can see no advantages from having it become a responsibility of the municipal council. They do find a great advantage however in having the one agency responsible for electrical and natural gas service as well as public transit. They suggest that there is a great savings in staff and administration costs.

PART II

ADDRESS BY
THE HONOURABLE DALTON BALES, Q.C.
MINISTER
DEPARTMENT OF MUNICIPAL AFFAIRS

"THE REGIONAL MUNICIPALITY OF WATERLOO"

MARCH 16, 1971

Ladies and Gentlemen:

I am extremely pleased to be with you this evening to present a tentative proposal for a Regional Municipality of Waterloo. As you know, I have been Minister of Municipal Affairs for little more than two weeks. Until March 1st I was familiar only with the general principles of the proposals for municipal reform in the Waterloo Area, through our discussions in Cabinet.

Since becoming Minister, I have assessed carefully the details of the plan developed by my predecessor and the staff of the Department. However I have not yet had the opportunity of discussing and assessing the various alternatives for municipal change with the local people and municipal councils in the Waterloo Area. You will understand that I am anxious to talk to and hear from as many of you as possible.

I wish to indicate, therefore, that this proposal is for purposes of discussion only. In order that I may gain a clear idea of your views, there will be ample time for reactions, and I invite all of you to respond to the proposal. After that we will be able to decide how quickly we should move toward legislation and implementation of regional government.

As a member of the Cabinet for the last four years, I have followed with interest the municipal reform program. Before becoming a member of the Ontario Legislative Assembly I was for a time a councillor in North York, a Borough of Metropolitan Toronto. I have seen the benefits brought to that area by Ontario's first regional government.

Historical Review

While preparing these remarks for tonight I went back over the records of the Department of Municipal Affairs in order to better acquaint myself with the history of the local government reform in Waterloo. It is readily apparent that Waterloo is an area that has a long history of inter-municipal co-operation and goodwill. It has never been an area to remain static. I would congratulate the residents of this area for electing such forward-thinking representatives who have not been content to allow their political institutions to stand still, but have always looked for a better way of getting the job done. A review started its formal stages in November of 1966 when the then Minister of Municipal Affairs officially undertook a local government review of the municipalities within Waterloo County. He did this after receiving a request for one from the county and respective city councils.

Dr. Stewart Fyfe was appointed Special Commissioner and presented with the task of studying the institutions in the Waterloo area to see how they were working, and how, if at all, they might be improved. I think that all of us who have read it were very impressed with the work that had been done and with the insights which the Report gave us into the problems of this rapidly growing area.

Between March and late last fall, many of you took the opportunity to send briefs to my predecessor, the Honourable W. Darcy McKeough, expressing your thoughts on the Report submitted by Dr. Fyfe. It was with a great deal of interest that I discovered that eighty such briefs were submitted, and I know that such a wide response must have been very heartening to Mr. McKeough, as I know it is to me.

As you well know, Dr. Fyfe's Report studied the institutions within Waterloo very thoroughly. He spent a great deal of time pointing out the complexities of the relationships between the large numbers of municipal bodies which operate within the Waterloo area. There is presently a great deal of difficulty co-ordinating their efforts.

In his conclusions, Dr. Fyfe suggested new municipal systems aimed at straightening out the tangled lines of responsibility so that over-all priorities could be established and acted upon for the area. Dr. Fyfe offered us two alternatives which he called Scheme A and Scheme B, and they are quite different from each other. Scheme A is essentially a re-organized city-county system such as we have known in Ontario for well over one-hundred years. This scheme envisaged two large cities - one including Kitchener-Waterloo and another including Galt-Preston-Hespeler. Outside of these two large cities he suggested a modified county form of government which would give some responsibilities to the County but would leave some to be carried on by the local municipalities. This, in essence, would reduce the number of municipalities with major responsibilities to three. His Scheme B on the other hand is essentially a regional government of the type we have come to know through the regional municipalities of Niagara, York and Ottawa-Carleton.

There was not, a unanimous agreement supporting either of Dr. Fyfe's alternatives. What is unanimously agreed in the Waterloo area is that the existing local government system is not adequate to meeting the pressures of rapid urbanization and that some pretty fundamental changes are needed in local government in the Waterloo area. We have considered Fyfe and the various points of view expressed by you people and from our conclusions the following proposal has emerged.

Regional Area

The area covered by my proposal is the present County of Waterloo and a small piece of the Township of Beverly in the County of Wentworth.

While Dr. Fyfe himself did not, some of you suggested in your briefs that the City of Guelph should be included with a Waterloo region. The evidence available is not sufficient to support such a move. The work being done by the Midwestern Ontario Development Council and the Waterloo-South Wellington Planning Study has produced a wealth of material which catalogues the present economic situation and plans will be drawn up soon which will help to chart the future development pattern between here and Guelph. Guelph quite properly will continue to have a great interest in the development policies which are to be applied in that triangle now largely rural, between themselves, Kitchener and Galt.

Another important factor in our decision is the local government review presently being carried out by the City of Guelph and the County of Wellington. Their preliminary findings reinforce those of Dr. Fyfe who told us that place of work - place of residence studies show very little connection between Guelph and the municipalities of Waterloo County. I would add one word of qualification, however, to those representatives of Guelph who are here tonight. I do think that we will have to re-evaluate the situation from time to time in the future and if the community of interest shifts in the years ahead then we will have to consider adjustments that could bring Guelph into this region.

The same is not true however in the case of Beverly Township. The residents of the north-west corner of Beverly Township submitted a very convincing brief in which their community of interest with the Galt area was well documented. The evidence demonstrated that the county boundaries drawn over one-hundred years ago have become badly out-dated in the Beverly area. There may be some disagreement about the actual size of the boundary extension into Beverly Township but we agree that some changes are warranted in this area.

Structure: A Two-Tier Region

For a number of reasons we have decided to recommend a form of two-tier regional government. It is quite clear to all of us by now that the present local government system is breaking down in this area as in other parts of Ontario because

it cannot deal effectively with the insistent pressures for urban development. There is no one political institution which has the final responsibility for designing and carrying out a broad sound development policy. To perpetuate this frustrating structure would be to completely negate all of the work that has been done to date by everyone and worse would offer no positive basis for orderly, rational development in the Region.

A strong case can be made for joining municipalities together for many public policy decisions rather than keeping them apart. The studies have shown us that a high percentage of the people in some townships are working in the urban municipalities. I am convinced that this clear relationship between the urban areas and the surrounding rural areas must be emphasized rather than ignored.

The County under Scheme A which Dr. Fyfe recommended to us would be restricted in its potential for industrial and commercial assessment either shared or located there and so the bulk of its tax revenue would have to come from present residential and farm property owners. Since the County and its constituent municipalities would have more extensive services to provide, we think the property owners would find their tax burden very great indeed.

The County, under these circumstances, would feel the pressure to develop subdivisions, new shopping centres on the fringes of the urban communities and where possible, industries in a way that may or may not be compatible with the surrounding farm-land use or a general strategy of development for the whole region.

In short, developing this broad planning strategy for the Region would be severely compromised by a Region with three separate local planning bodies. Surely these are the types of issues which caused you to ask for a study in the first place, and which brings us together here tonight.

We would hesitate to argue that by adopting a two-tiered regional government we can eliminate planning for assessment completely, but we certainly do think that this is the kind of institutional arrangement that will encourage the very best kind of planning for assessment. Urban and rural representatives must recognize their mutual interests and work together on one council towards one solution to problems of growth which affect everybody.

So far, we have emphasized that there is a oneness between urban and rural areas where growth and development are

concerned. We will not, however, extend this philosophy to its logical conclusion in all matters which come before a municipal council. There is ample justification and in fact a need for having the standard and quality of certain services vary among the various municipalities which make up the region. I will be more specific later in my remarks, but I am speaking here of services which are not related to development and to the environment of the region as a whole.

We cannot therefore support those people who have advocated the total amalgamation of the whole region into one large municipality. There is a diversity in the region which is healthy and which we want to see continued. It is part of what gives such strength to this whole region.

We quite realize that such an amalgamation does have some certain appeal. By definition, there might no longer be any problem of co-ordination under a one city scheme and this is good. On the other hand, each councillor would have to represent very many more people and the relationship of the elected representative to the citizens he represented would become distant. People would have great difficulty in getting a hearing and action on problems of strictly local concern. Such a system would lack the flexibility to deal with the broad range of municipal services which is necessary to-day.

Even with all of this, an additional reason and perhaps the overwhelming one is that complete amalgamation received only very limited support in your briefs. It is obvious that the majority of people will not accept such a scheme. We would not propose a scheme which has no chance of receiving fairly widespread acceptability across the region as a whole, and it is obvious that the residents of the Waterloo County area are not ready to make the jump to a one-tier municipality.

Area Municipalities

In this next section, I would like to outline to you the area municipalities which could make up a two-tiered municipal government in this region. Before I do, I would like to make one explanation concerning the names of the municipalities. For the purposes of identification only I have attached names to each. In some cases this will cause no problem I am sure, but before any legislation is passed, the citizens of each municipality will have the opportunity to select a name which is satisfactory to them.

We propose that there should be seven area municipalities and they are the following:

- (1) The City of Kitchener which would be the present municipality plus Bridgeport and that land which presently lies between Kitchener and the Grand River. The population would be about 109,000.
- (2) The City of Waterloo which would be expanded on the east to the Grand River, and on the west to Waterloo Township Road #16 which is more often referred to as the Rummelhart Road, and north to the Woolwich Township boundary. Population: 35,000.
- (3) The Township of Wilmot which would be substantially the same as we now know it, but with a little expansion to the east to take in a small piece of Waterloo Township west of the Rummelhart Road. The Township of Wilmot would also include New Hamburg and Baden. Population: 10,000.
- (4) The Township of Wellesley whose boundaries would remain as they are now, but would also include the Village of Wellesley. Population: 6,000.
- (5) The Township of Woolwich-Waterloo which would be made up of the Town of Elmira, the present Township of Woolwich and that part of Waterloo Township east of the Grand River and north of the Ontario Housing Corporation land assembly. I would suggest that a line be drawn across Waterloo Township Road #14 and stretch east to the present county boundary and west to the Grand River. Population: 14,000.
- (6) The sixth area municipality would be made up of the present City of Galt, and the Towns of Preston and Hespeler. In addition, the land in Waterloo Township east of the Grand River and south of Waterloo Road #14 would be included in this municipality. Further I would suggest that below the present City of Galt some expansion would be advisable. I am recommending the extension of Galt west to the line between lots 16 and 17, and straight south the county boundary. I would also suggest that a small piece of Beverly Township should be included with this new Galt-Preston-Hespeler municipality. Therefore I am suggesting that Galt-Preston-Hespeler be expanded east to a line near the Village of Sheffield in Beverly. This would include all of the land on lots 1-11 inclusive on concessions 6-11 inclusive. Population: 62,000.

- (7) The Township of North Dumfries - this would be made up of that part of North Dumfries which does not go into Galt-Preston-Hespeler, plus the Village of Ayr and that piece of Waterloo Township which is south and west of Kitchener. Population: 3,043.

For further clarification of these proposed boundaries I would refer you to a map which is included in the material which will be available to you after the meeting tonight.

This then will give you some idea of the configuration of the regional municipality which we envisage. As in all two-tier regional governments, there will be councils for each area municipality and a regional council which will be responsible for certain services across the whole region.

Representation and Method of Election

The following is the number of representatives on the Regional Council from each municipality which we are suggesting to you:

From Kitchener there would be the Head of Council and eight other members

From Waterloo, the Head of Council and two members
Galt-Preston-Hespeler would be entitled to four members plus the Head of Council

The Township of North Dumfries, would send the Head of Council

The Township of Wilmot, one member plus the Head of Council

The Township of Wellesley, the Head of Council

The Township of Woolwich-Waterloo would send two members plus the Head of Council

With the addition of the regional chairman this would make a total council of 25 people.

We think that all of these members to regional council should be indirectly elected. This would mean that each regional councillor would also be a member of one of the Area Councils. We would work out some method of designating the regional councillors other than the Heads of Council. We would want to ensure that a fair cross section of the municipality was represented. The Province would appoint the Regional Chairman for the first term, a period in which a great deal of organizational work will be necessary. After the first term of office, he would be elected by the regional council.

I think that it would be quite important and I strongly recommend to you that each of the area municipal councils design a ward system which will take into account the various traditional communities of interest which are present there. All terms of office should be for two years and all elections would be held on the same day across the region.

Division of Functions

The first topic and by far the most important is that of planning.

The Waterloo area has never taken a back seat to anyone in its attempts to plan. Probably more planning, good planning has been done in this area than any other in the Province. But those closely involved in this planning, know the approach being followed is not achieving our objectives.

The Waterloo County Area Planning Board, in its brief has said that the structure thwarts the implementation of plans. It is one thing to set down planning goals and objectives as the Area Planning Board has tried to do. It is another to make the public policy decisions to commit the dollars that will be required to put the capital facilities in place and make the policy work. The present fragmented municipal system has not provided the basis for effective action.

Realizing this and since strong regional planning is vital to successful development in this area, we think that the Regional Council should be made directly responsible for the preparation and continuing implementation of a comprehensive development policy, or, if you will, an official plan for the whole region. While there would be no Planning Board under this proposal, Council could if it wishes, appoint local citizens who could act as advisors to the council planning committee.

Further, the following division with regard to planning functions is suggested: In the case of Official Plans the region would be designated as a planning area, and Regional Council would prepare a regional official plan. The area municipalities would be designated as subsidiary planning areas and would each prepare a detailed plan within the framework of the regional plan.

For several years now, the Waterloo County Area Planning Board has been working on an official plan for the County. My Department has been contributing financial support to this project and it has now reached a very advanced stage.

This preparation could, no doubt, be readily converted to a regional municipal purpose so that a Waterloo regional government could give early consideration to an official plan.

I suggest therefore that the legislation establishing the regional municipality should stipulate that a regional council must have an official plan approved within two years of taking office, and that the official plans for each area municipality would have to follow within a reasonable amount of time.

Subdivision agreements with subdividers would be the responsibility of the area councils although Regional Council would, no doubt, have to make certain agreements with subdividers in a few cases. Regional Council should be able to assist the area municipalities in developing sound design standards for subdivisions and uniform subdivider agreements.

Zoning would be the responsibility of the area councils within the framework of the regional and area plans but Regional Council would have the power to take over this responsibility if the area council were to default.

We also recommend that a regional Land Division Committee be set up under Section 26(a) of the Planning Act. A Committee of Adjustment in each area municipality would continue to be responsible for minor variances to the zoning by-law.

Sewage treatment - The Regional Council would be responsible for establishment of sewage treatment plants. In the Waterloo area there are presently some sewage treatment plants which are owned outright by the Ontario Water Resources Commission. I would recommend that Regional Council negotiate with the Commission and try to find some way in which Regional Council may increase their responsibility in this field. The powers of the regional council would be subject to the provisions of The Ontario Water Resources Commission Act.

Water - The supply of water would be the responsibility of the Regional Council. They would then wholesale the water to each area municipality under conditions which are agreeable to both. If they could not agree, there would be provision for an appeal to the Ontario Municipal Board. In the case of both sewage treatment and water supply, it will be necessary to design a system of water and sewer service areas, and a special charge placed upon the residents of these areas. This will be necessary since there are vast areas of the new region which will be on individual supplies of both water and sewage treatment for many years to come.

Water has been a matter of some considerable discussion in the recent past. The situation may not be quite as desperate as everyone originally thought. It appears that ground water supplies may be adequate for some time.

I hope that you will not be lulled into any false sense of security since you must consider this a temporary reprieve only. The type of growth which you will see in this region in the years ahead will require ever expanding quantities of potable water. As quickly as possible you must get yourselves into a position where you will be able to handle the broadly-based water needs in a co-ordinated manner.

Garbage Sites and Disposal - Garbage sites and disposal are becoming difficult problems for all municipalities. I suggest to you the Regional Council should be made responsible for designating garbage disposal sites, and if it is your wish they could also operate these sites. The collection of garbage, however, I think should be left with each area municipality. This is a matter upon which you may care to give me the benefit of your experience.

Building Inspection and Permits - It is presently recommended that building inspection and permits be handled by the area councils with perhaps some standardization by a regional building commissioner. The new provincial building code may well have some bearing on this, and you may feel that inspection is important enough that responsibility for it be placed with the Regional Council who might be more able to hire fully qualified inspection staff.

Roads - The Regional Municipal Council would designate and be responsible for a regional roads system. This will, no doubt, require a great deal of negotiation and co-ordination with the Department of Highways, but can be worked out. Discussions have already taken place between my staff and the Highway staff, and we have been told that Highways expects no real difficulty in making suitable arrangements. Area councils would be responsible for the remainder of the road network and with its construction and maintenance.

We have found in the past that it is best to leave all road markings and stop signs, stop lights and any other traffic control hardware in the hands of the region.

Roads are not the only transportation system, however. There is also public transit. I have been impressed with the efforts of the municipalities in this area who have tried through intermunicipal agreements to provide public transit from one municipality to another. In order that improvements in intermunicipal public transit can be carried out, I am recommending to you that Regional Council be responsible for public transit in the Waterloo area. This would be in the form of permissive legislation which would allow the Regional Council to act as either a co-ordinator or as the provider of the service themselves. Since transit system seldom pay for themselves through the fare-box, some subsidies by taxpayers may be necessary. These should be charged on a service area basis among those ratepayers who live in areas being served.

Health - There is only one health unit presently operating in Waterloo County and I would hope that we can work out an arrangement whereby there is greater co-ordination between the health unit and the Regional Council. My staff has been in touch with the Department of Health, and we think that it can be worked out so that Regional Council makes the appointments to the Board of Health. The Minister of Health would continue to make his own appointments to this Board.

Police - A regional police force would be established. We have been in touch with both the Ontario Police Commission and the Ontario Provincial Police. They see no particular problem in establishing a regional police force, and we may be able to work out arrangements whereby Ontario Provincial Police continue to be responsible in some of the more rural areas of the region. As you are no doubt aware, there is a regional police grant which is available and I am quite sure that a regional municipality in the Waterloo area would be eligible for this grant. This would go a long way toward defraying any unusual costs as a result of this step.

Fire - There are presently a number of intermunicipal fire agreements which are in effect in the Waterloo area. For the time being we would suggest to you that fire services would be left with each area municipality. However, there are some benefits to having a regional fire service, and we would suggest that in the negotiations which follow in the months ahead that the Ontario Fire Marshal be asked for his views on this.

Welfare - Presently each municipality in Waterloo is administering its own welfare program. We do not think that this should be allowed to continue, particularly in these times of escalating welfare costs. Therefore Regional Council will be responsible for welfare services in the whole of the new region.

Some of the other regional municipalities, most notably York, have worked out several beneficial arrangements whereby welfare and certain other social services have been combined. I would suggest to you that similar arrangements be discussed among ourselves to see if the same type of arrangement is possible in Waterloo.

Conservation - We think that it has been proved to be the best system in our other regional experiences to have Regional Council make the appointments to whatever conservation authority or authorities operate in the area. In this case it would be the Grand River Conservation Authority.

Parks - Some of the larger parks which draw people from more than one area municipality would be declared regional parks, and would be administered by staff responsible to Regional Council. Smaller neighbourhood parks would be the responsibility of area councils. Again we are not suggesting that a separate Board or Commission be set up to administer this, because we feel that it is quite important that parks along with all other municipal services be the responsibility of the regional council so that they may maintain over-all budgetary control.

Recreation - We recommend that this responsibility be left with each area council. They could if they desire, appoint a citizens' advisory committee to council to ensure citizen involvement in the decision-making.

Libraries - For the time being we would leave these as an area responsibility. Again we would recommend that the responsibility be left with area council, but that they be instructed to involve some citizens' advisors in the same way as in recreation. At some future time you may well want to think about having libraries a regional responsibility. However, in their brief the County Library Board suggested that there is a great disparity in the quality of library services in the County and that efforts should be made to build these up to an equal standard with the urban areas before one administration covers both.

Emergency Measures Organization - For the purposes of the Emergency Measures Act - 1962-1963, the Regional Corporation would be designated a County. This would mean that the Regional Council would have the responsibility for designing an emergency plan to be used in a time of national disaster.

Finance

In the case of Capital Borrowing, this would be the exclusive jurisdiction of the Regional Council which would act as the agent of the area municipality. Experience has shown that the Regional Council is able to obtain much better terms in the money market because of their over-all resources.

A regional levy would be set by Regional Council who would requisition their funds from the area councils in proportion to each area municipality's share of the Region's assessment. Area councils would, however, collect the taxes.

Transitional Adjustments - The municipal re-organization itself would cause some redistribution of local taxes in the region. The regional municipality would assume some functions now performed at the local municipality level, and this could cause a redistribution of the amounts borne by the local taxpayers for those services. Similarly, the creation of larger area municipalities would mean that the costs of general local services would be shared on a different basis. Provision would therefore be made for a system of transitional adjustments. These adjustments would be available to relieve the impact of any substantial redistribution in particular localities, and could operate for up to five years. They would be calculated by the Minister annually during the transitional period.

Provision would also be made to protect any surpluses held by existing municipalities. This would deter any municipality from deliberately incurring a deficit position in its last year of operation.

Provincial Grants - We have recommended a new structure of local government to you, one that we think will make it possible for you to work for solutions to local problems. The Province for its part will provide as much extra help as we can. As you are no doubt aware there are various grants which are available only to regional governments. My staff has made a very rough calculation of the total of the unconditional per capita grant, the regional police grant and the density grant which this regional government could be eligible for. They have discovered that this would produce a net increase of about one million dollars over the total of amounts which are paid to the present municipalities in this area.

That, Ladies and Gentlemen, completes our tentative proposal for regional government in the Waterloo area. You people here tonight know even better than I, the problems which face you now and which will increase in the years ahead. There are very large developments pending in the area, some of which embody completely new concepts.

What we have not talked about is the plan "Design for Development: Toronto Centred Region", which is a manifestation of the Province's regional development policy. This policy has three major objectives. They are:

1. To encourage each of the ten Development Regions in the Province to reach its social and economic potential within the framework of over-all Provincial interest and development.
2. To encourage the careful use of our natural environment.
3. To improve both the efficiency and effectiveness of Provincial services by adopting a general rather than a piecemeal approach to regional matters which were of concern to more than one department.

Last spring when the Toronto Centred Region Plan was released, it embodied a number of concepts. Of prime interest here tonight is the fact that the Kitchener-Waterloo region is within zone 3, a zone in which present growth trends will continue.

Responses From The Region

I notice that one of the briefs was submitted by the Local Government Review Committee as constituted by the three cities together with the County. Therefore, could I ask you to bring this committee together again to consider this proposal. I would appreciate knowing their collective views.

The staff of my Department will be at your disposal and they will make themselves available to meet with you and your staff as often as you wish. My over-riding concern in all of this will be to have as complete and as frank a discussion as is possible.

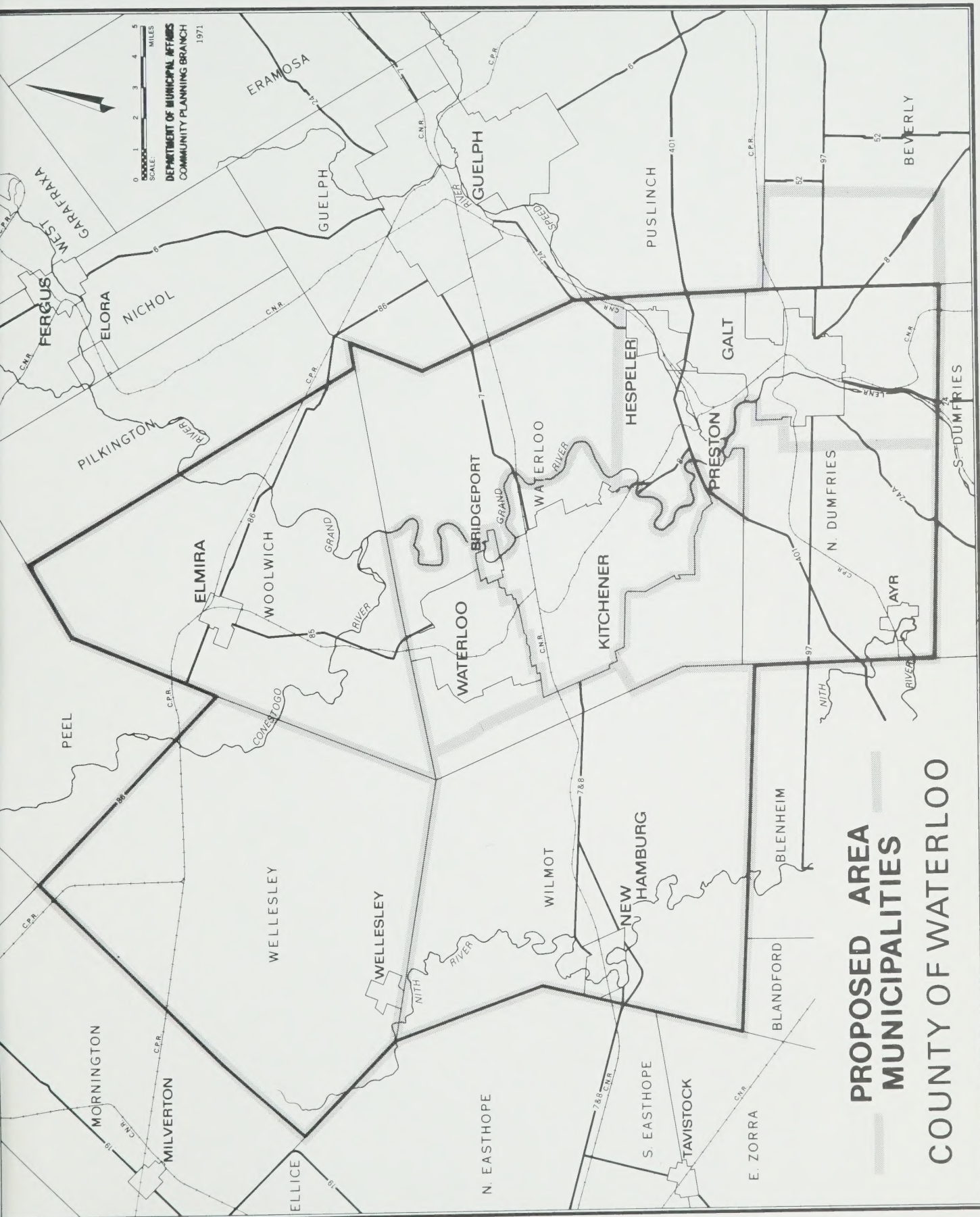
I want to assure you that the Government of Ontario attaches great importance to this part of our Province and to the future development that will take place here. We recognize that the existing local government system cannot deal effectively with this growth and the challenges it brings with it. In considering our proposal for a new form of local government I hope that you will, together, raise your sights to the broad issues that are critical to all the residents of the Waterloo Area.

Waterloo Proposal

Table 1

Representation on Regional Council

<u>Area Municipality</u>	<u>Number</u>	<u>Who</u>	<u>Population</u>
Kitchener	9	Head of Council plus 8	109,000
Waterloo	3	Head of Council plus 2	35,000
Wilmot	2	Head of Council plus 1	10,000
Wellesley	1	Head of Council	6,000
Woolwich-Waterloo	3	Head of Council plus 2	14,000
Galt-Preston-Hespeler	5	Head of Council plus 4	62,000
North Dumfries	1	Head of Council	3,000
	<hr/> 24		
Chairman	1	Appointed by Lieutenant-Governor-in-Council for first term only.	
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